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Trends and Implications of Hispanic Migration to Kentucky

By Mark Schirmer

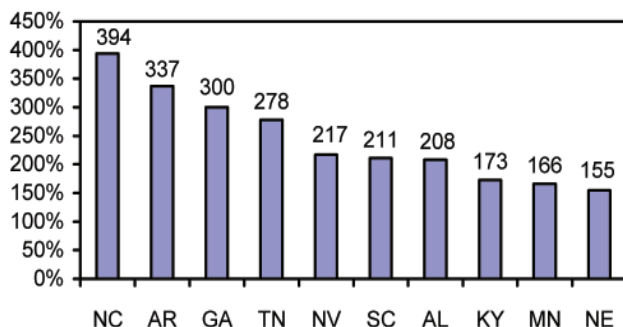
In recent months, the issue of immigration—legal and illegal—has again moved to the forefront of political debate and social activism, touching on virtually every field of public policy: national security, health care, public education, wages, inflation, Social Security, unemployment, criminal justice, and more. Much of the attention has focused on Mexico because most of the foreign-born population residing in the United States are Hispanic, and most hail from Mexico. The impact and influence of Hispanics have been felt most strongly in border states like California, Arizona, and Texas, but recent years have seen growing numbers of migrants moving beyond the gateway states and settling into the Midwest and the Southeast—including Kentucky—bringing with them challenges, opportunities, and greater diversity. Setting aside the debate over immigration reform, a look at the recent past strongly suggests what impact Kentucky can expect in the near future.

During the 1990s, Kentucky's Hispanic population had the eighth highest growth rate in the country—173 percent—part of a rising trend of Hispanics settling in the Southeast. (See Figure 1.) In terms of actual numbers, Kentucky added 38,000 Hispanics—both native- and foreign-born—between 1990 and 2000, and Hispanics represented 1.5 percent of the state's population by the end of the decade, according to the U.S. Census Bureau. From 1990 until 2004, Kentucky's Hispanic and Latino population grew more than 239 percent.¹ Even with this recent rate of growth, the Kentucky State Data Center projects that Hispanics will comprise only about 5 percent of the state's population by

2030.² Nationwide, Hispanics currently comprise 14 percent of the population, rising to a projected 20 percent by 2030.³

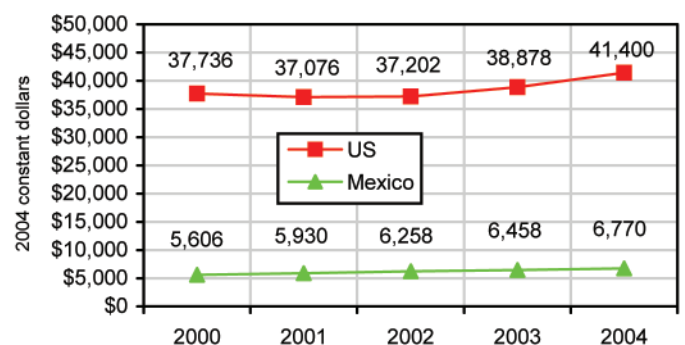
Attempts to explain the nation's large influx of legal and illegal immigrants from Mexico often focus on economic disparities between our two countries, and understandably so. The United States and Mexico have the largest income disparity of any two contiguous countries, and that gap has widened in recent years.⁴ (See Figure 2.) The federal minimum wage in the United States remains \$5.15 per hour, compared with \$4.50 per day in Mexico. Assuming an eight-hour workday, a laborer in the United States can make nearly 10 times as much money per day as in Mexico, if not much more. As such, economic development in Mexico could greatly curb the flow of undocumented immigrants. Since 2000, Mexico's economy has shown some encouraging signs of improvement, including a two-thirds drop in annual inflation, a 74 percent rise in foreign investment, and a 7 percent increase in real wages, all of which will help to undercut the incentive to emigrate.⁵

FIGURE 1
Hispanic Population Change
in the Top Ten States, 1990-2000



Source: Pew Hispanic Center tabulations from 1990 and 2000 Census Summary File 1

FIGURE 2
Per Capita Gross National Income,
Mexico and the U.S., 2000-2004

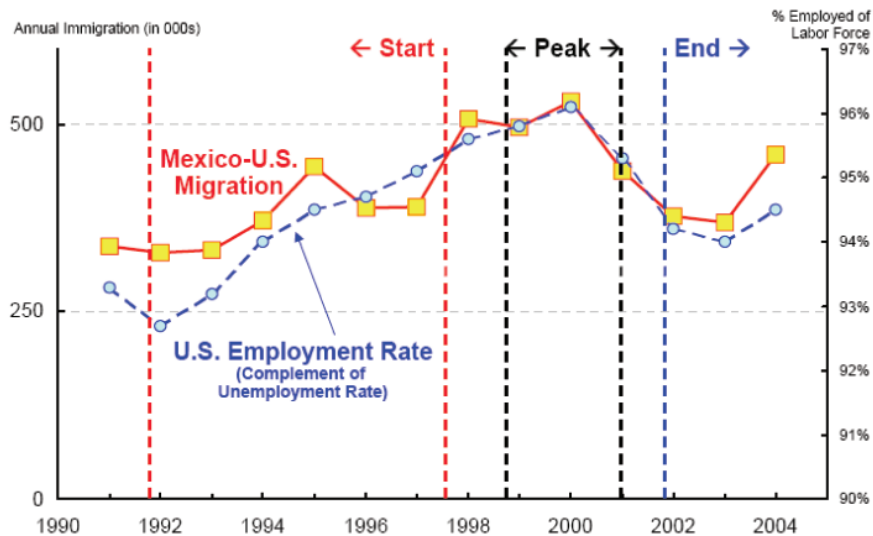


Source: World Bank

In addition to a dramatic disparity in pay, the United States also has had a much more robust job market in recent years. The Pew Hispanic Center found that fluctuations in the U.S. employment rate closely match fluctuations in migration from Mexico.⁶ (See Figure 3.) In its study of the six states with the highest rates of Hispanic population growth, Pew identified job availability as a strong predictor of migration patterns.⁷ Migration to Kentucky, therefore, will also likely rise and fall with the state's job supply.

Beyond economics, fertility rates have also played a key role in the rising rate of migration to the United States. Before the 1970s

FIGURE 3
Mexican Migration Follows Trends in U.S. Employment Rate



Source: Pew Hispanic Center

and even into that decade, the Mexican government encouraged families to have as many children as they could, guided by Juan Bautista Alberdi's political philosophy, *gobrnar es poblar*: "to govern is to populate." This policy resulted in a fertility rate of six to eight children per woman, causing Mexico's population to double since 1970, triple since 1960, quadruple since 1950, and quintuple since 1940.⁸ (See Figure 4.) With the enactment of NAFTA in the early 1990s, Mexico received an influx of factory jobs but not enough to meet the nation's needs. During this decade, roughly one million Mexicans entered the workforce each year, but the country's labor market added only about half a million jobs. Not coincidentally, during this same period, approximately half a million residents of Mexico emigrated to the United States. Further exacerbating the job shortage, nearly 900 factories closed by the end of the 1990s, many relocating to China.⁹

Since the 1970s, the Mexican government has abandoned the *gobrnar es poblar* dictum for a more pragmatic approach to population growth, and fertility rates have dropped precipitously, from 6.5 children per woman in 1970 to 2.75 children in 2000.¹⁰ Provided Mexico suffers no financial catastrophe in the near future, the country's labor market will have the opportunity to find its equilibrium in the coming decades, undercutting the incentive to emigrate. Furthermore, the fact that Mexican families are smaller now than in past decades will enable parents to invest more in their children's education—Mexico's middle class is expected to expand—and reduced population growth will free up public funds for infrastructure and labor force development.¹¹

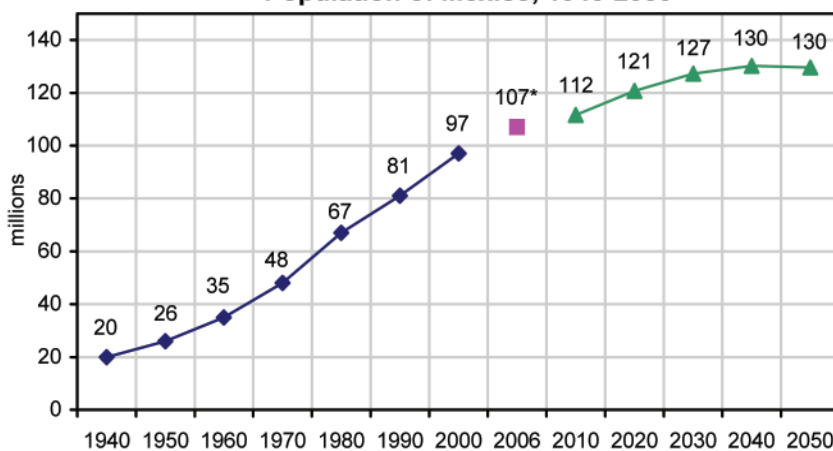
Hispanics in Kentucky not only enter the workforce, some start businesses of their own. From 1997 to 2002, the number of Hispanic-owned firms in the state increased from 1,481 to 2,094, a growth of 41 percent; receipts for these firms rose 172 percent to \$770 million. During this same time, the total number of firms in Kentucky crept up 7 percent, and total receipts grew 16 percent, one tenth the growth of receipts from Hispanic-owned firms. (See Table 1.) In terms of the number of firms,

TABLE 1
Growth in Firms and Receipts,
Kentucky and U.S., 1997 to 2002

	Kentucky		United States	
	Number	Receipts	Number	Receipts
All Firms	7%	16%	10%	22%
Hispanic-Owned	41%	172%	31%	19%

Source: US Census Bureau

FIGURE 4
Actual, Estimated, and Projected
Population of Mexico, 1940-2050



* Estimated

Source: El Consejo Nacional de Población

and especially with regard to receipts, growth in Kentucky's Hispanic-owned firms far outstripped their national cohorts. However, even after this rapid growth, only 0.7 percent of Kentucky's firms are Hispanic-owned. Moreover, receipts constitute a mere 0.3 percent of the state's total.¹² Though Hispanic-owned firms represent a small fraction of Kentucky's business activity, it is a dynamic one. Thus, nurturing entrepreneurship in this growing segment of the economy will help maximize the social contribution of immigrants.

A number of concerns routinely arise in response to increases in immigration, particularly with regard to illegal immigration, which predominantly flows from Mexico. One such concern centers around the cost of health care, particularly the expense of uncompensated care for the uninsured. According to the Census Bureau, more than one third of the foreign-born population and nearly a third of all Hispanics—including both native-

and foreign-born—do not have health insurance.¹³ Further, undocumented immigrants could be responsible for as much as one third of the increase in uninsured adults in the U.S. from 1980 to 2000.¹⁴ (See Figure 5.) Though undocumented immigrants in particular doubtlessly contribute to increased uncompensated care costs, the actual amount cannot be accurately quantified due to a lack of data on the number of undocumented persons treated in hospitals and clinics.¹⁵

oners does not constitute a major driver of corrections spending. Furthermore, Hispanics have consistently been underrepresented in the prison population, undercutting the fear that the increasing influx of Hispanic immigrants will boost the crime rate.

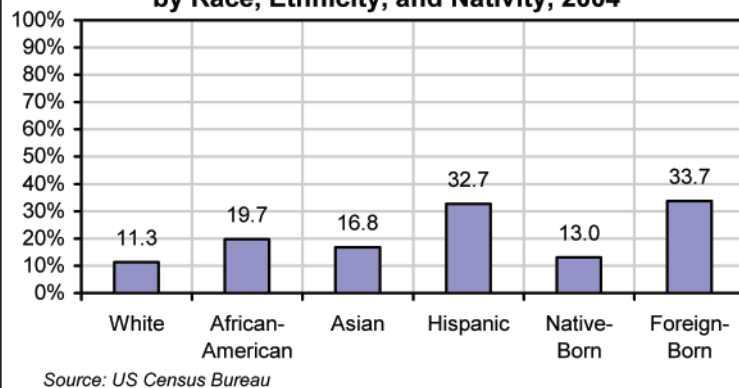
The tendency of those with low levels of educational attainment to experience poorer health and receive lower wages than their better-educated counterparts underscores one of the challenges faced by communities receiving increased numbers of foreign-born Latinos: 44 percent are high school dropouts, nearly three times higher than the rate for native-born Latinos (15 percent). Compared to other racial and ethnic groups, Hispanics nationwide—including both the native- and foreign-born—are far less likely to complete high school and attend college. (See Figure 6.) Compared to the rest of the nation, however, Kentucky's Hispanic population has higher rates of completion for both high school and college.¹⁸ Whether that advantage is maintained and improved upon will depend largely on the quality of education Hispanic children receive in our public schools.

Over a 10-year span, between the 1991-92 and 2001-02 school years, enrollment in the state's public schools dropped by about 10 percent, from 701,854 to 630,461. While total enrollment dropped, the number of schoolchildren with limited English proficiency (LEP) almost quadrupled, from 1,544 to 6,017.^{19,20} Of today's LEP children, approximately 59 percent speak Spanish. Kentucky's Spanish-speaking students are not evenly distributed around the state, however, but are concentrated in and around the Urban Triangle. The Jefferson and Fayette county school districts alone account for 42 percent of all Spanish-speaking students.²¹ Though schools will have to direct more effort to addressing the needs of Spanish-speaking LEP students, their concentration in certain areas of the state will allow for a more efficient deployment of resources.

The language barrier, though a problem for many new arrivals and their children, fades after the first generation of immigrants, and effectively disappears by the third. Among foreign-born Hispanics, only 4 percent are English-dominant and 24 percent speak both English and Spanish; the remaining 72 percent speak Spanish predominantly. Among the next generation, only 7 percent are Spanish-dominant, with the remainder evenly split between bilingual and English-dominant. By the third generation, none speak Spanish predominantly and only 22 percent remain bilingual.²² Though the lack of English fluency among many Hispanic and Latino immigrants has been a source of frustration for many English-speaking natives, Latinos actually place a higher importance on teaching English to immigrant children than do other racial and ethnic groups. In a survey of attitudes about learning English, Pew Hispanic Center asked, "How important is the goal of teaching English to the children of immigrant families?" Among Latinos, 92 percent answered "very important," while 87 percent of whites and 83 percent of blacks expressed the same viewpoint.²³ Additionally, a separate Pew survey found that 89 percent of Hispanics feel one must learn English in order to succeed in the United States.²⁴

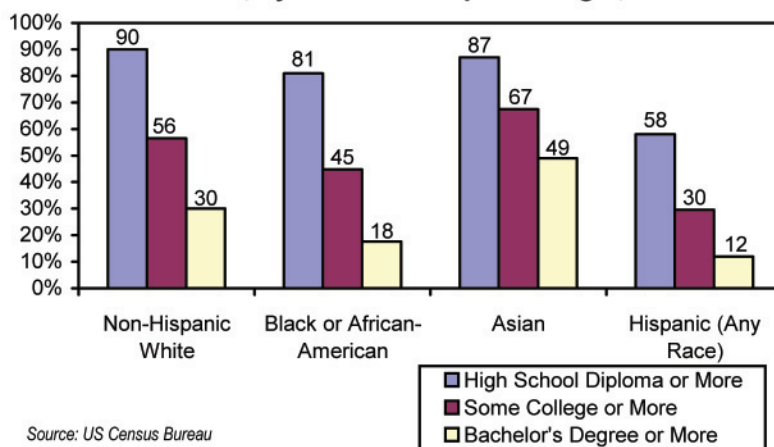
In the coming decades, Kentucky's public schools will have the responsibility for English language training and the social assimilation of a growing number of

FIGURE 5
Lack of Health Insurance,
by Race, Ethnicity, and Nativity, 2004



Public expenses, in fact, surface repeatedly in the debate over illegal immigration. In addition to health care costs, public education for the children of illegal immigrants is also a source of consternation. However, as with uncompensated care, the Government Accountability Office (GAO) concluded it could not reliably estimate the cost of educating the children of undocumented immigrants because the immigration status of schoolchildren is unknown.¹⁶ Additionally, the cost of incarcerating illegal Mexican immigrants also elicits concern. In 2000, Hispanics comprised 1.5 percent of the general population in Kentucky, but only 0.6 percent of the prison population. By 2005, 1.1 percent of Kentucky's prisoners and 2 percent of the state's residents were Hispanic.¹⁷ Even assuming, merely for the sake of argument, that all Hispanic prisoners had entered the country illegally, 0.6 percent of all pris-

FIGURE 6
Educational Attainment of the Population Aged
25 and Older, by Race and Hispanic Origin, 2004



Hispanic immigrant children, but this segment of the population will likely continue to be concentrated in the Urban Triangle and western Kentucky. At present, Kentucky ranks 47th overall in terms of the percentage of students who are Hispanic and will no doubt continue to be ranked near the bottom in the nation. Though some of these students are possibly the children of undocumented immigrants who might not pay some taxes, and in spite of the fact that illegal immigrants often require medical service for which they cannot pay, we cannot reliably estimate the additional costs incurred due to illegal immigration.

In light of Mexico's declining fertility rate, however, we can anticipate that parents will have an easier time supporting their families and investing in their children, diminishing the incentive to emigrate. Moreover, current trends indicate that Mexico's population will begin declining midway through the century. Though Hispanic immigrants will continue to settle outside the gateway states—particularly in the Midwest and Southeast—Hispanics will remain a small percentage of the state population, in spite of the rapid rate of growth. This influx of immigrants will help to offset Kentucky's below-replacement birth rate, preventing the state's population and workforce from declining. However, because of the low high school and college completion rates among Hispanics, the state will face new challenges as this segment of the population—particularly the foreign-born—enters the workforce. For these reasons, the Lexington Mayor's Task Force for Hispanic Workforce Development recommends identifying best practices for employers who hire foreign-born workers, and taking measures to help workers understand their on-the-job rights and responsibilities.²⁵ Effort must also be made to nurture the growing entrepreneurship in the state's Hispanic community.

Ultimately, the uncertain projections of growth in the state's and the nation's Hispanic population could be trumped by a pair of wild cards: the health of the Mexican economy and the scope of U.S. federal legislation. Though Mexico has shown encouraging signs of economic improvement in recent years, we have no way of knowing what will happen to Mexico's economy in the decades to come. Should it take a turn for the worse, no doubt more Mexicans will seek entry into the United States. If the economy and job market grow considerably, the incentive to leave the country will diminish. Domestically, federal immigration legislation remains up in the air. We do not know what, if any, laws will finally be passed, much less when they will become effective. Consequently, we cannot predict what impact federal law may have on the flow of immigrants, legal and illegal. As it has in years past, the debate over immigration reform will likely continue to wax and wane until—and no doubt long after—new legislation is adopted or labor force needs compel liberalization. Though we do not know exactly what the future holds for federal legislation and the Mexican economy, recent economic and demographic trends suggest what it holds for Kentucky: a slow demographic shift towards a somewhat more diverse populace, bringing with it a new set of challenges and opportunities.

Mr. Schirmer is a research assistant for the Kentucky Long-Term Policy Research Center.

Notes

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- ² Kentucky State Data Center, "Projected Populations by Race and Hispanic Origin for State of Kentucky, Area Development Districts, and Counties," University of Louisville, undated, 20 May 2006 <http://ksdc.louisville.edu/kpr/pro/hmk2004_by%20race%20hisp.xls>.
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- ⁸ Virgilio Partida and Rodolfo Tuirán, "Tamaño, Dinámica Y Estructura De La Población: Tendencias y Desafíos," *La Población De México En El Nuevo Siglo*, ed. Rodolfo Tuirán, Col. Del Valle (Mexico: Consejo Nacional de Población, 2001) 26 Apr. 2006 <<http://www.conapo.gob.mx/publicaciones/Lapoblacion/01.pdf>>.
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- ¹² U.S. Census Bureau, *Survey of Business Owners: Hispanic-Owned Firms: 2002* (Washington: Dept. of Commerce, 2006) 22 Mar. 2006 <www.census.gov/prod/ec02/sb0200cshisp.pdf>.
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- ¹⁵ U.S. General Accounting Office (GAO), *Undocumented Aliens Questions Persist About Their Impact on Hospitals' Uncompensated Care Costs* (Washington: GAO, May 2004) 26 Apr. 2006 <<http://www.gao.gov/new.items/d04472.pdf>>.
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- ¹⁷ These data were published by the Kentucky Department of Corrections in Inmate Profile Tables <<http://www.corrections.ky.gov/about/factsfigures.htm>>. Data for 2004 were unavailable.
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Estimating Kentucky's Illegal Immigrant Population

Reliable data is a necessary ingredient for credible policy and its implementation.
U.S. Commission on Immigration Reform—1994

By Michael T. Childress

Immigration policy once again stands at the forefront of the national political agenda. The National Conference of State Legislatures reports that almost 500 pieces of legislation—dealing with everything from using public services like health care and education to strengthening penalties for offenses like human trafficking and hiring illegal aliens—were introduced in state legislatures this year.¹ However, because immigration data are so sketchy, the U.S. General Accounting Office has questioned its usefulness² and the Congressional Budget Office says that the unauthorized immigrant population can be estimated “only imprecisely.”³ Nonetheless, policymakers must craft immigration policy despite the considerable uncertainty surrounding the size and location of the country's illegal immigrant population.⁴

Here we present an alternative approach for estimating the size of Kentucky's illegal immigrant population. Accurate, scientifically based estimates of the illegal immigrant population, rather than anecdotal speculation, are the only reliable foundation for sound and appropriate public policy in this area. Rather than scattershot responses to conjecture, they enable the development of focused, realistic, and cost-effective public policy. This approach not only allows one to generate size estimates of the undocumented population, but also creates a framework within which one can evaluate the plausibility of estimates from governmental agencies and research organizations. Our analysis indicates that Kentucky's undocumented population has been growing steadily and currently stands at about 26,000, which is lower than most other estimates bandied about.

Why Good Data on Immigrants Are Important

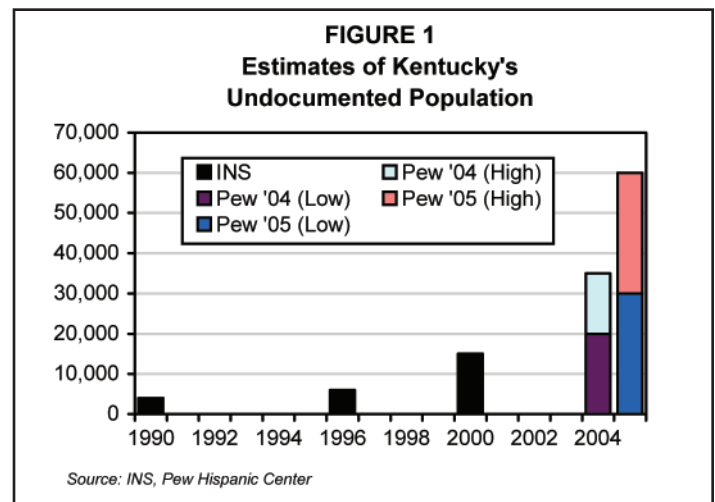
Accurate population numbers are important since virtually all state and local government planning and spending are predicated, to some degree, on population size and location. Education, health care, and transportation expenditures, for instance, are directly affected by the number of students, patients, and commuters.⁵ Moreover, any new federal legislation affecting the status of illegal immigrants would likely have financial implications for state and local governments. The financial effect, of course, depends on the exact contours of any proposed legislation, but illegal immigrants could become eligible for a range of public assistance programs.⁶ Consequently, good data on the immigrant population is as important today as it was over a decade ago when the U.S. Commission on Immigration Reform wrote “reliable data is a necessary ingredient for credible policy and its implementation.”⁷

Typical Ways of Estimating Kentucky's Illegal Immigrant Population

The estimated number of illegal immigrants in the United States ranges from about 12 million to as high as 20 million.⁸ The 12 million person estimate is probably the most frequently cited and is derived from the so-called “residual method.”⁹ Essentially,

this method assumes that the Census Bureau accounts for most of the foreign-born residents in this country, both legal and illegal.¹⁰ The estimated number of legal immigrants, which is derived from multiple official government sources, is subtracted from the total number of foreign-born. The resulting “residual” is the estimated undocumented or illegal immigrant population.

Researchers using this method have estimated that Kentucky's illegal or undocumented population was between 30,000 and 60,000 in 2005.¹¹ Figure 1 shows the various published estimates of Kentucky's illegal population from 1990 to 2005. The U.S. Immigration and Naturalization Service (INS) estimate for Kentucky in 2000, as well as the Pew estimates for 2005 and 2006, were generated using the residual method.¹²



However, some have disputed the notion that the Census Bureau accounts for most of illegal immigrants in its foreign-born estimate. For example, using a less-than-transparent method that looks at the growth of financial remittances to Mexico, housing permits in so-called gateway communities, school enrollments, and cross-border flows, the investment banking firm of Bear Stearns issued a report in 2005 asserting that “the number of illegal immigrants in the United States may be as high as 20 million people, more than double the official 9 million people estimated by the Census Bureau.”¹³

It is certainly possible that the estimated 30,000 to 60,000 undocumented individuals in Kentucky, while derived using a rigorous method and official government data, is too low. Indeed, this seems to be the conventional wisdom. For example, the Kentucky State Data Center estimates that Kentucky's Hispanic population is three to four times larger than the official Census estimate of about 75,000.¹⁴ Moreover, the Lexington-Fayette County Urban Government released a report in December 2005 contending that “anecdotal information suggests that more than 90 percent of the Hispanic population in Central Kentucky is undocumented,”¹⁵ while an agricultural sociologist at Western Kentucky University has asserted that “only about 15 percent of the Latinos now living in Kentucky have legal immigration status.”¹⁶

These higher estimates could be correct, but there is no way to determine their accuracy based on the soundness of the assumptions, quality of the data, or rigor of the statistical technique because they are based on anecdotal information or are generated using less-than-transparent methods. Therefore, we have developed a transparent approach that uses data from multiple sources to assess the internal consistency and plausibility of related factors and estimates of Kentucky's undocumented population.

An Alternative Approach

We establish likely values for three factors: 1) the estimated percentage of Limited English Proficient (LEP) students who are undocumented or illegal;¹⁷ 2) the estimated percentage of the undocumented school-age children enrolled in school; and 3) the estimated percentage of the total undocumented population who are undocumented school-age children. Then, we generate estimates of the total undocumented population using these factors and can assess their veracity based on the values used for the three basic factors.

The following example illustrates the approach. We know there are approximately 11,200 LEP students in Kentucky's public schools. We assume that approximately 15 percent are undocumented, resulting in 1,680 undocumented students ($11,200 \times 0.15 = 1,680$). It is unlikely this figure represents all of the undocumented school-age children in Kentucky since not all are likely to attend school. If we assume that 82 percent are enrolled in school, then there would be a total of 2,049 undocumented school-age children living in Kentucky ($1,680 \div 0.82 = 2,049$). Finally, if we assume that the 2,049 undocumented school-age children constitute 8 percent of the total undocumented population, then Kentucky's undocumented population would be nearly 26,000 ($2,049 \div 0.08 = 25,613$).¹⁸ We can then assess the likelihood of the 26,000 person estimate based on plausibility of the three factors used to generate it. In the sections below we explain how we derived the expected values for these three factors.

Limited English Proficient Students. The number of Kentucky students with limited English proficiency has grown from about 1,300 in 1990 to over 11,000 in 2005 (see Figure 2). This is an increase of over 700 percent during a period when overall enrollment was essentially flat. These students spread across most of Kentucky's 176 school districts and speak over 100 languages. Spanish is the most frequently spoken language among these students (59 percent), followed by Japanese (5 percent), Bosnian (4

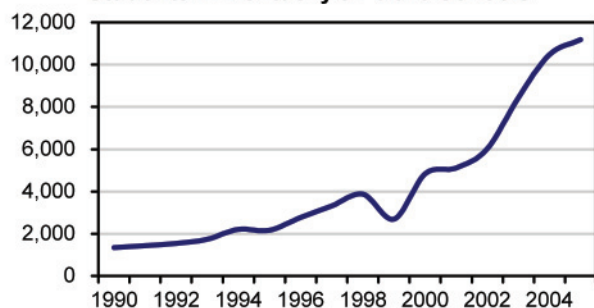
percent), Vietnamese (4 percent), Serbo-Croatian (4 percent), and Arabic (3 percent).¹⁹

Schools do not ask students about their citizenship status because of a 1982 U.S. Supreme Court ruling, *Plyler v. Doe*, prohibiting school districts from refusing a public education to illegal aliens.²⁰ Consequently, there are no reliable data on the citizenship status of K-12 students; it must be estimated. Obviously, not all limited English proficient students are undocumented or illegal—our estimate is 15 percent.

Using national-level data from the Census Bureau, the Urban Institute has estimated that 40 percent of LEP students 5 to 19 years old are foreign-born.²¹ In Kentucky, roughly 59 percent of LEP students are Spanish speakers,²² and an estimated 43 percent of Hispanics are foreign-born.²³ If 43 percent of Hispanic and 40 percent of non-Hispanic LEP students are foreign-born, then about 42 percent of Kentucky's LEP students are foreign-born ($(0.59 \times 0.43) + (0.41 \times 0.40) = 0.418$ or 42 percent). The Pew Hispanic Center has analyzed the foreign-born population and estimates that Kentucky's unauthorized population constitutes between 30 and 39 percent of the foreign-born.²⁴ To derive the estimated percentage of undocumented LEP students, we multiply the 42 percent of LEP students who are foreign-born times the midpoint estimate (35 percent) of foreign-born who are thought to be illegal and get 15 percent ($0.42 \times 0.35 = 0.147$ or 15 percent).

Undocumented School-Age Children Enrolled in School. An estimated 97 percent of all Kentucky children between the ages of 6 and 17 are enrolled in school,²⁵ and national enrollment percentages for whites, blacks, and Hispanics are similar (see Table 1). Indeed, according to a 2004 U.S. Department of Education Report, "Language minorities enroll and are retained in elementary/secondary school at rates that are not measurably different from those of their counterparts who speak only English at home."²⁶ However, the percentage of undocumented school-age children enrolled in school is likely lower than 97 percent because many Hispanic undocumented teens are in this country solely to work. One assessment is that among Hispanics aged 16 and older, the so-called emancipated youth, the percentage enrolled in school is probably less than 10 percent.²⁷ We use a weighted average to account for the portion of school-age children who are 16 or 17 years old, which is about 17 percent.²⁸ Assuming that 10 percent of 16- and 17-year-olds are enrolled in school and that the remaining children aged 6 to 15 attend at a rate similar to the total population (97 percent), it follows that 82 percent of undocumented

FIGURE 2
Limited English Proficient (LEP)
Students in Kentucky's Public Schools



Source: US Dept. of Education, KY Dept. of Education

TABLE 1
Percent of the U.S. Population 5 to 17 Years Old
Enrolled in School, by Race/Ethnicity and Age, 2003

Age (years)	Total	White, non-Hispanic	Black, non-Hispanic	Hispanic
5 to 6	94.5	95.8	94.5	91.6
7 to 9	98.1	98.2	98.2	97.5
10 to 13	98.4	98.5	98.2	98.3
14 to 15	97.5	97.5	97.8	96.7
16 to 17	94.9	95.6	94.6	92.1

Source: *Digest of Education Statistics, 2004*, National Center for Education Statistics, Table 6 <http://nces.ed.gov/programs/digest/d04/list_tables1.asp#t1_2>

school-age children are enrolled in school $((0.1 \times 0.17) + (0.97 \times 0.83)) = .822$ or 82 percent).

School-Age Children as a Percentage of the Undocumented Population. The Pew Hispanic Center estimates that unauthorized children constituted approximately 16 percent of all unauthorized individuals in 2005,²⁹ a slight increase from the 14 percent estimate for 2004.³⁰ However, this estimate includes all children under 18 years old, not just school-age children. Moreover, since unaccompanied adults typically account for the first wave of immigration into an area, there could be a higher proportion of illegal immigrant adults in Kentucky given the relative recentness of Hispanic immigration here. We estimate that undocumented school-age children constitute about 8 percent of the total undocumented population in Kentucky.

Using the average of the two estimates from the Pew Hispanic Center, we assume that unauthorized children constituted approximately 15 percent of all unauthorized individuals. Then we adjust the 15 percent estimate downward to exclude children not in school and get a revised estimate of about 9 percent $(0.6 \times 0.15 = 0.09$ or 9 percent).³¹ Moreover, to account for the likelihood of more unaccompanied adult immigrants in Kentucky compared with the U.S. average, we use the adult-to-child ratios from the 2000 Census as a proxy. According to the 2000 Census, around 35 percent of Hispanics nationally were under the age of 18, compared with about 31.5 percent in Kentucky. Since Kentucky's percentage is 90 percent of the U.S. percentage $(0.315 \div 0.35 = 0.9)$, we apply a similar factor to the 9 percent estimate of school-age children as a percentage of the undocumented population and arrive at about 8 percent $(0.9 \times 0.9 = 0.081$ or 8 percent).

Conclusions and Caveats

Our estimates of Kentucky's undocumented population from 1990 to 2005 show that it is growing steadily and currently stands at about 26,000, just under the Pew Hispanic Center's estimated range of 30,000 to 60,000. Moreover, with the exception of 2005, our estimates are quite close to the INS and Pew Hispanic Center estimates (see Figure 3). The notion that the undocumented population could be twice this value—as implied by the Bear Stearns report and other anecdotal estimates—is not supported by our data. However, the strength of this approach is its simplicity. Alternative data can be plugged into the formula to produce a different estimate. If one believes that different values should

be used for any of the three factors, the method is sufficiently transparent that an alternative estimate can be easily generated.

Despite the simplicity and transparency of this approach, there are important caveats. First, the precision of our 2005 estimate belies the inherent uncertainty in estimating the size of the undocumented population. The estimates for the three antecedent factors are empirically based, but in some cases are educated guesses. We do not know, for example, how many

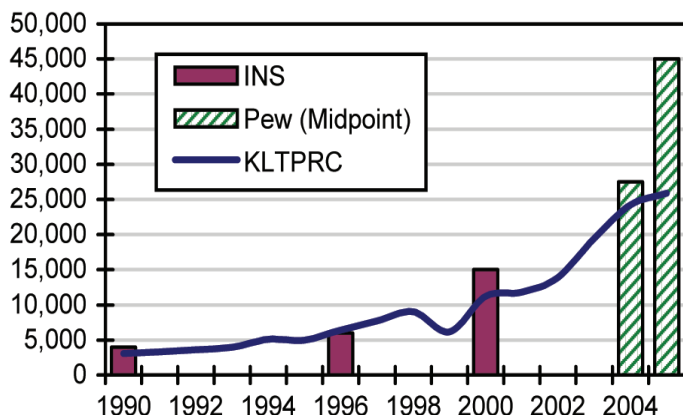
emancipated youth attend school or whether the adult-to-child ratio from the 2000 Census is a good proxy for the unaccompanied adult-to-child ratio. Second, the estimated number of illegal immigrants can be quite sensitive to the values used for the three factors. For example, the estimated number of illegal immigrants in 2005 changes by 1,700, 300, or 3,700 by changing the percentage of LEP students who are undocumented, how many enroll in school, and their portion of the total undocumented population by 1 percentage point respectively.³² The last factor, school-age children as a percentage of the total undocumented population, has the largest effect. By holding the other two factors at their likely values, 15 and 82 percent, but decreasing the percentage of school-age children constituting the total undocumented population from 8 to 7 percent, the estimated number of total undocumented increases by 3,700 from 25,600 to 29,300.

Despite these limitations, this approach imposes an internal consistency and level of rigor that most seat-of-the-pants estimates lack. With time, it is likely that better data on the undocumented population will be available, allowing us to refine our estimates. For now, however, this approach enables us to estimate the size of Kentucky's undocumented population and to assess the plausibility of the antecedent factors used to estimate it. For policymakers and others attempting to respond to the presence of an undocumented population, this should bring some clarity and focus to an issue with contours that are otherwise amorphous.

Mr. Childress is the Executive Director of the Kentucky Long-Term Policy Research Center.

Our estimates of Kentucky's undocumented population from 1990 to 2005 show that it is growing steadily and currently stands at about 26,000, just under the Pew Hispanic Center's estimated range of 30,000 to 60,000.

FIGURE 3
Estimates of Kentucky's Undocumented Population



Source: INS, Pew Hispanic Center, & KLTPRC

Notes

¹ Ann Morse, Adam Blott, and Leya Speasmaker, "2006 State Legislation Related to Immigration: Enacted, Vetoed, and Pending Gubernatorial Action," National Conference of State Legislatures, 7 June 2006, 19 June 2006 <<http://www.ncsl.org/programs/immig/06ImmigEnactedLegis.htm>>.

² U.S. General Accounting Office (GAO), *Immigration Statistics: Information Gaps, Quality Issues Limit Utility of Federal Data to Policymakers*, GAO/GGD-98-164 (Washington: GAO, 1998).

³ Congressional Budget Office (CBO), *Projections of Net Migration to the United States* (Washington: CBO, 2006).

⁴ We use the terms illegal, undocumented, and unauthorized interchangeably to describe this population.

⁵ GAO, *Illegal Alien Schoolchildren: Issues in Estimating State-By-State Costs*, GAO-04-733 (GAO, 2004) and *Undocumented Aliens: Questions Persist About Their Impact on Hospitals' Uncompensated Care Costs*, GAO-04-472 (GAO, 2004).

⁶ CBO, "Cost Estimate," *S. 2611 Comprehensive Immigration Reform Act of 2006* (CBO, 2006).

⁷ U.S. Commission on Immigration Reform, "Executive Summary," *U.S. Immigration Policy: Restoring Credibility*, 1994, 27 June 2006 <<http://www.utexas.edu/lbj/uscir/exesum94.html>>.

⁸ Carl Bialik, "Fuzzy Math on Illegal Immigration," *The Wall Street Journal* 5 Apr. 2006, 8 May 2006 <<http://online.wsj.com>>.

⁹ Michael Hoefer, Nancy Rytina, and Christopher Campbell, *Estimates of the Unauthorized Immigrant Population Residing in the United States: January 2005* (Washington: Department of Homeland Security, 2006) 21 Aug. 2006 <http://www.uscis.gov/graphics/shared/statistics/publications/ILL_PE_2005.pdf>. Also see Jeffrey S. Passel, *Size and Characteristics of the Unauthorized Migrant Population in the U.S.* (Washington: Pew Hispanic Center, 2006) 28 June 2006 <<http://pewhispanic.org/files/reports/61.pdf>>.

¹⁰ Using a survey-based approach to estimate the 2000 Census undercount of Hispanics in Los Angeles County, Enrico Marcelli, currently on the faculty at the University of Massachusetts, Boston, found that all but about 10 percent were counted. The INS used his estimated 10 percent undercount when it estimated the number of unauthorized immigrants in the entire U.S. in 2003.

¹¹ Pew Hispanic Center, *Estimates of the Unauthorized Migrant Population for States Based on the March 2005 CPS*, Apr. 2006, 28 June 2006 <<http://pewhispanic.org/files/factsheets/17.pdf>>. The 2004 Kentucky estimate was between 20,000 and 35,000. Refer to Passel, *Unauthorized Migrants: Numbers and Characteristics* (Washington: Pew Hispanic Center, 2005), 30 June 2006 <<http://pewhispanic.org/files/reports/46.pdf>>.

¹² The U.S. Immigration and Naturalization Service (INS) estimates for Kentucky in 1990, 1996, and 2000 are 4,000, 6,000, and 15,000, respectively. Refer to U.S. INS, Office of Policy and Planning, *Estimates of the Unauthorized Immigrant Population Residing in the United States: 1990 to 2000* (Washington: INS, 2003) 30 June 2006 <http://www.uscis.gov/graphics/shared/aboutus/statistics/ILL_Report_1211.pdf>, and Legislative Research Commission (LRC), *Immigration in Kentucky: a Preliminary Description*, Research Report No. 305 (Frankfort: LRC, March 2002).

¹³ Robert Justich and Betty Ng, "The Underground Labor Force Is Rising to the Surface," Bear Stearns Asset Management Inc., 3 Jan. 2005, 28 June 2006 <<http://www.bearstearn.com/bscportal/pdfs/underground.pdf>>.

¹⁴ Ron Crouch, Kentucky State Data Center, e-mail to the author, 26 July 2006.

¹⁵ Lexington-Fayette Urban County Government (LFUCG), *The Mayor's Task Force for Hispanic Workforce Development, Findings & Recommendations* (Lexington, Kentucky: LFUCG, 2005).

¹⁶ Peter Laufer, "My New Kentucky Home," *Washington Monthly* Jan.-Feb. 2005, June 2006 <<http://www.washingtonmonthly.com/features/2005/0501.laufer.html>>.

¹⁷ Kentucky Department of Education (KDE), "Kentucky English Language Proficiency Standards," KDE, Frankfort, 17 June 2006, 7 Aug. 2006 <<http://www.education.ky.gov/KDE/Instructional+Resources/High+School/Language+Learning/English+Language+Learning/Kentucky+English+Language+Proficiency+Standards.htm>>. Students who qualify for LEP services are defined as (1) individuals who were not born in the United States or whose native language is a language other than English; (2) individuals who come from environments where a language other than English is dominant; and (3) individuals who are American Indian/Alaska Native and who come from environments where a language other than English has had a significant impact on their level of English language proficiency; and who, by reason thereof, have sufficient difficulty speaking, reading, writing, or understanding the English language. Essentially, these are students whose command of English is below grade- or age-level peers.

¹⁸ $((11,200 \times 0.15) / 0.82) / 0.08 = 26,000$.

¹⁹ KDE, "LEP District Summary Home Language Survey 2003-2004," *LEP District Summary Reports (2003-2004)* 8 Aug. 2006 <<http://www.education.ky.gov>>.

²⁰ GAO, *Illegal Alien Schoolchildren*.

²¹ Michael Fix and Jeffrey Passel, *U.S. Immigration—Trends and Implications for U.S. Schools* (Washington: Urban Institute, Jan. 2003) 8 Aug. 2006 <http://www2.urban.org/UploadedPDF/410654_NABEPresentation.pdf>.

²² KDE, "LEP District Summary 2003-2004."

²³ 2000 Census data show 59,939 Hispanics in Kentucky with 25,605 being foreign-born ($25,605 \div 59,939 = 0.427$). Refer to Nolan Malone, Kaari F. Baluja, Joseph M. Costanzo, and Cynthia J. Davis, "The Foreign-Born Population: 2000," *Census 2000 Brief* (Washington: U.S. Census Bureau, 2003) 24 Aug. 2006 <<http://www.census.gov/prod/2003pubs/c2kbr-34.pdf#search=%22foreign%20born%20population%202000%22>>.

²⁴ Passel, *Unauthorized Migrants: Numbers and Characteristics, Background Briefing Prepared for Task Force on Immigration and America's Future* (Washington: Pew Hispanic Center, 2005) 8 Aug. 2006 <<http://pewhispanic.org/files/reports/46.pdf>>.

²⁵ We estimated this by using the Kentucky State Data Center's population estimates by single year of age for 2004. The estimated number of children from 6 to 17 is 667,309. The Census Bureau's American Community Survey shows Kentucky's total school enrollment for grades 1-12 at 649,783 in 2004. Thus, the enrollment percentage is 97.4 percent ($649,783 \div 667,309 = .974$). This finding is consistent with our analysis of 1998-2000 pooled Current Population Survey data, which shows that around 98 percent of non-Hispanics and 96 percent of Hispanics between 5 and 17 attend school, both nationally and in Kentucky.

²⁶ Steven Klein, Rosio Bugarin, Renee Beltranena, and Edith McArthur, *Language Minorities and Their Educational and Labor Market Indicators—Recent Trends* (Washington: National Center for Education Statistics, 2004) 10 Aug. 2006 <<http://nces.ed.gov/pubs/2004/2004009.pdf>>.

²⁷ Ken Ison, "Federal Programs and Instructional Equity," Kentucky Department of Education, e-mail to the author, 1 May 2006.

²⁸ This is the distribution for all children, not just Hispanic children.

²⁹ Passel, *The Size and Characteristics of the Unauthorized Migrant Population in the U.S.* (Washington: Pew Hispanic Center, 2006) 10 Aug. 2006 <<http://pewhispanic.org/files/reports/61.pdf>>.

³⁰ Passel, *Unauthorized Migrants*.

³¹ Based on the 2005 American Community Survey, Hispanic children under age 5 (9,685) accounted for 41 percent of all Hispanic children under 18 (23,695). Thus, the school-age portion is about 60 percent.

³² For example, the values used for the three factors are 15, 82, and 8, which yields an estimate of 25,600 undocumented. If we change the first factor from 15 to 16, but keep the other two factors at 82 and 8, the new estimate increases by 1,700 to 27,300.

FORESIGHT

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Facts and Figures about Americans of Mexican Heritage

25.9 million

Number of U.S. residents of Mexican origin in 2004.
These residents constituted 9 percent of the nation's total population.

16.6 million

Number of people of Mexican origin who reside either in California (10.1 million) or Texas (6.5 million).
People of Mexican origin make up nearly one third of the residents of these two states.

15.7 million

Number of people of Mexican descent born in the United States.

10.3 million

Number of foreign-born residents from Mexico.
About 3 in 10 foreign-born people are from Mexico.

25.3 years old

Median age of people of Mexican descent.
This compares with 36.2 years for the population as a whole.

622,000

Number of Mexican-Americans who are military veterans.

1.1 million

Number of people of Mexican descent age 25 or higher with a bachelor's degree or more.

37%

Percentage of households with a householder of Mexican origin consisting of a married-couple family with children. For all households, the corresponding percentage is 22 percent.

4.1

Average number of people in families with a householder of Mexican origin.
This compares to an average of 3.2 people in all families.

15%

Percentage of people of Mexican heritage who work in managerial, professional or related occupations.

\$35,185 and 23.6%

Median household income and poverty rate in 2004, respectively, for those of Mexican heritage.

69%

Percentage of people of Mexican origin in the labor force.

49%

Percentage of householders of Mexican origin who own the home in which they live.

Source for statements in this section: American FactFinder. Figures do not include people living in group quarters.

Trade with Mexico

\$290.2 billion

The value of goods traded between the United States and Mexico in 2005.
Mexico is our nation's second-leading trading partner, after Canada. <www.census.gov/foreign-trade/www>

698,314

Number of firms owned by people of Mexican descent in 2002.
Among these firms, 275,055 were in California and 234,732 in Texas.

\$96.5 billion

Sales and receipts for firms owned by people of Mexican origin in 2002.

Source for statements in this section:

<www.census.gov/Press-Release/www/releases/archives/business_ownership/006577.html>

Editor's Note: Some of the preceding data were collected from a variety of sources and may be subject to sampling variability and other sources of error. Questions or comments should be directed to the Census Bureau's Public Information Office at (301) 763-3030; fax (301) 457-3670; or e-mail <pio@census.gov>.

Incorrect Data Inflates Hispanic Graduates Projection

By Michael T. Childress

As a result of a growing Hispanic population, Kentucky's high school graduating class in 2018 is likely to be 8 percent Hispanic—a significant increase from the 1 percent in 2005. However, the 8 percent estimate is substantially lower than the 24 percent widely reported following the June 2006 release of a study by the Southern Regional Education Board (SREB), which featured data from the Western Interstate Commission on Higher Education (WICHE).

The SREB report, *Goals for Education: Challenge to Lead*, included projections of high school graduates by race and ethnicity that were originally published in a 2003 WICHE report, *Knocking at the College Door*. When *Goals for Education* was released in June, state education officials expressed surprise and alarm over the projected rapid increase of Kentucky's Hispanic high school graduates to 24 percent in 2018. However, the Kentucky Long-Term Policy Research Center determined that some of the data used by WICHE was incorrect, which resulted in the inflated number of Hispanics for 2018.

Using the same estimating technique as WICHE, the cohort-survival ratio method, but with the most recent enrollment data for Kentucky's public schools, the Kentucky Long-Term Policy Research Center estimates that Hispanic graduates will comprise 8 percent of the graduating class in 2018, up from 0.4 percent in 1994 and 1.1 percent in 2005.

Kentucky's schools should be well prepared for this large increase in Hispanic students and graduates since the majority continue to be concentrated in a handful of districts. The Center found that in 2005 nearly two thirds (65 percent) of all Hispanic students were concentrated in just 10 of Kentucky's 176 school districts: Jefferson, Fayette, Shelby, Boone, Hardin, Warren, Bowling Green Independent, Mayfield, Oldham, and Christian. With only one exception (McCracken instead of Mayfield), these same districts accounted for 59 percent of all Hispanic students in 1997.

If this trend toward concentration continues, it suggests that the districts with the most Hispanic students in the past are likely to be the districts that experience future growth. This could bode well for the state's ability to deal effectively with a relatively rapid increase in the Hispanic student population.

The results of this study, as well as other important trends in education, economic development, health care, agriculture, environment, energy, and community development will be discussed at the Center's annual conference, Measures and Milestones 2006: Trends Affecting Kentucky's Future, on November 14, 2006, at the Lexington Convention Center. More information is available at <http://www.kltprc.net> or by calling 800-853-2851.

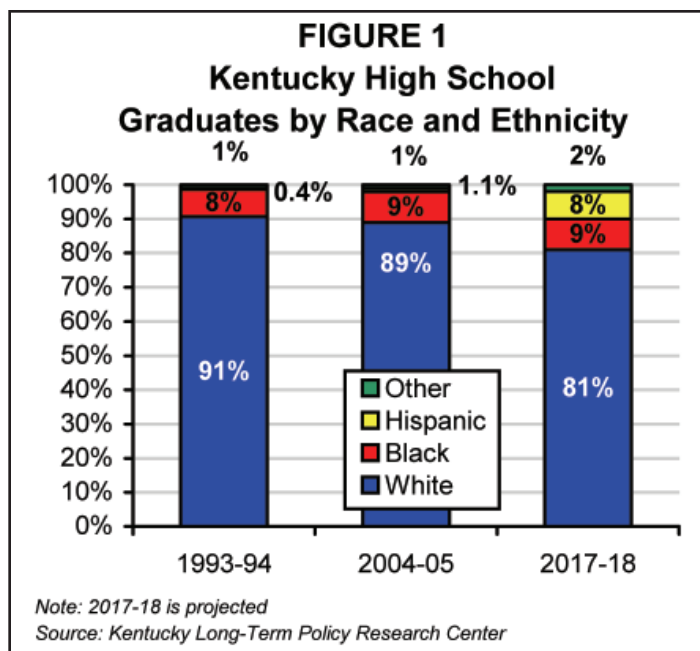


TABLE 1 Hispanic Students in Kentucky's Public Schools, by District			
1996-1997		2004-2005	
DISTRICT	PERCENT	DISTRICT	PERCENT
Jefferson	23	Jefferson	26
Fayette	10	Fayette	17
Hardin	9	Shelby	5
Christian	4	Boone	4
Warren	3	Hardin	3
Bowling Green Independent	3	Warren	3
Boone	3	Bowling Green Independent	2
McCracken	2	Mayfield	2
Shelby	2	Oldham	2
Oldham	1	Christian	2
Other 166 Districts	41	Other 166 Districts	35

Hints for reading this table: Of the 2,948 Hispanic students in Kentucky's public schools in 1996-97, 23 percent were in Jefferson County.
Note: Percentages might not sum to 100 due to rounding.
Source: Superintendent's Annual Attendance Report (SAAR) Ethnic (Membership) Report, Kentucky Department of Education

Measures and Milestones 2006: Trends Affecting Kentucky's Future

THE 13TH ANNUAL CONFERENCE OF THE
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Lexington Convention Center, Lexington, KY

Tentative Agenda

7:30 AM Registration Opens

8:45 to 9:00 AM Welcome, Brian Van Horn, Chair, KLTPRC

9:00 to 10:00 AM

Leadership and Civic Engagement—How can Kentucky's communities marshal the civic energy required to shape a more prosperous future?

A discussion of strategies for cultivating much-needed civic leadership and engagement in solving the problems and seizing the opportunities Kentucky's communities face.

Sylvia Lovely, Executive Director/CEO of the Kentucky League of Cities and President of the NewCities Institute

Mac Wall, Executive Director, KET

Tad Long, NewCities Institute

10:15 AM to 11:15 AM Concurrent Session 1

11:30 AM to 12:30 PM Concurrent Session 2

12:45 PM to 1:45 PM

Luncheon and Presentation of the 2006 Hellard Award

The following eight concurrent sessions will be divided between the two time slots listed above:

- **Economy** — *What sectors should Kentucky focus on to help build and sustain prosperity?* **Kris Kimel**, President, Kentucky Science and Technology Corporation, will present research on what it will take to catapult Kentucky's economy forward.
- **Health** — *What health issues present the greatest challenge to the Commonwealth's future?* **Dr. Susan Zepeda**, Executive Director, Foundation for a Healthy Kentucky, with UK professors **Dr. Michael Samuels** and **Dr. F. Douglas Scutchfield**, will discuss results from a statewide public deliberation project on health issues.
- **Aging Population, Fraying Benefits** — *How will Kentucky accommodate the needs of its growing population of elders, particularly in light of the declining benefits?* **Dr. Graham Rowles**, Graduate Center for Gerontology at the University of Kentucky, will present findings from the Kentucky Elder Readiness Initiative, and **Michal Smith-Mello**, Senior Policy Analyst, Kentucky Long-Term Policy Research Center, will discuss the changing landscape of retirement benefits.
- **Broadband & Technology** — *How can broadband and technology-based development help Kentucky remain a place where people will choose to live, work, or raise a family?* **Brian Mefford**, President and Chief Executive Officer, ConnectKentucky, will discuss how this nationally acclaimed initiative can move our communities toward a brighter economic future.
- **Education** — *What challenges remain for Kentucky in its quest for educational excellence?* **Dr. Robert Sexton**, Executive Director, Prichard Committee for Academic Excellence, and **Dr. Jim Applegate**, Vice President for Academic Affairs, Kentucky Council on Postsecondary Education, will discuss the basics of educational advancement in Kentucky.
- **Environment & Energy** — *What do these inextricably linked issues portend for the future?* **Jo Hargis**, Executive Director, Kentucky Environmental Quality Commission (EQC), along with **Dr. Talina Mathews**, the Executive Director of the Kentucky Office of Energy Policy, will discuss environmental and energy trends and their implications for the economy, public health, and other issues.
- **Immigration & Demographics** — *How will Kentucky's demographic profile change in the years to come and what do these changes portend for the state's future?* **Ron Crouch**, Director, Kentucky State Data Center, University of Louisville, and **Mark Schirmer**, Research Assistant, Kentucky Long-Term Policy Research Center, will share projections on the immigrant population and discuss their implications for the state's future.
- **Agriculture** — *What forces are shaping the future of farming in Kentucky and how will rural Kentucky fare?* **Keith Rogers**, Executive Director, Governor's Office of Agricultural Policy, will present the results of 13 public meetings being held across Kentucky to discuss the future of the Agricultural Development Fund and what it suggests about Kentucky's long-term plan for agricultural, community, and rural development.

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